

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 NSAE-00 NSCE-00 SSO-00 USIE-00

INRE-00 AEC-05 H-01 INR-05 IO-04 L-01 OIC-02 OMB-01

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FM USDEL MBFR VIENNA

TO SECSTATE WASHDC IMMEDIATE 0556

SECDEF WASHDC IMMEDIATE

INFO USMISSION NATO PRIORITY

AMEMBASSY BONN PRIORITY

AMEMBASSY LONDON PRIORITY

USNMR SHAPE PRIORITY

USCINCEUR PRIORITY

S E C R E T MBFR VIENNA 0367

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR; LIMITATIONS OF AIR FORCE MANPOWER

REF: USNATO 6015

1. FOLLOWING A DISCUSSION ON OCTOBER 29 BETWEEN US REP AND FRG DISARMAMENT HEAD ROTH, THEN IN VIENNA ON SHORT VISIT, ROTH AND FRG REP BEHRENDTS DEVELOPED FOLLOWING TEXT ON AIR FORCE LIMATIONS:

2. BEGIN FRG TEXT: (A) ALLIED NEGOTIATORS ARE AUTHORIZED TO TELL THE EAST THAT THE ALLIES ARE PREPARED TO CONSIDER, IN THE EVENT OF A SATISFACTORY PHASE-I AGREEMENT, A COMMITMENT OF BOTH SIDES NOT TO INCREASE THE OVERALL LEVEL OF AIRFORCE MANPOWER IN THE AREA.

(B) ALLIED NEGOTIATORS MAY ALSO INDICATE THAT THE
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ALLIES WOULD BE PREPARED TO CONSIDER AN EXTENSION OF

SUCH A COMMITMENT IN PHASE-II.

(C) IN THE CONTEXT OF MAKING THIS OFFER, THE AD HOC GROUP SHOULD TAKE A SUITABLE OPPORTUNITY OF REMINDING EASTERN REPRESENTATIVES THAT THE QUESTION OF NON-CIRCUMVENTION IN RELATIONS TO GROUND FORCE MANPOWER REDUCTIONS REMAINS TO BE DISCUSSED AT A LATER STAGE IN THE NEGOTIATIONS. END TEXT.

3. BEHRENDT INFORMED US ON OCT 30 THAT BONN HAD ADOPTED THIS TEXT AND HAD ALREADY INSTRUCTED FRG DELEGATE AT NATO TO PUT IT FORWARD.

4. WE WOULD BE SATISFIED WITH FIRST TWO PARAGRAPHS OF THIS TEXT AS GUIDANCE TO AHG ON THIS SUBJECT. AT A MINIMUM, NOW THAT FRG HAS DROPPED ITS RESISTANCE TO CEILINGS ON AIR FORCE MANPOWER IN PHASE II AS THE NEW FORMULA INDICATES, WE HOPE THAT IT WILL BE POSSIBLE TO DELETE THE REFERENCE TO "CEILINGS" CONTAINED IN THE MOST RECENT SPC DRAFT GUIDANCE CONTAINED IN PARAGRAPH 2 OF REFTEL.

5. IT WOULD BE USEFUL IF THE GUIDANCE CONTAINED A STATEMENT THAT THE FORM OF THIS COMMITMENT WOULD NOT BE DISCUSSED AT THIS POINT BUT WOULD BE WORKED OUT LATER AS WE HAVE SUGGESTED IN MBFR VIENNA 0291. THIS POINT, TOGETHER WITH THE STATEMENT IN PARAGRAPH 2 OF THE FRG PAPER WOULD PROVIDE ASSURANCE TO THE EAST ADEQUATE IN ITS PRECISION FOR THE PRESENT STAGE OF NEGOTIATION THAT BOTH PHASE I AND PHASE II AGREEMENTS WOULD CONTAIN SOME UPPER LIMIT ON AIR FORCE MANPOWER.

6. THIS APPROACH WOULD AVOID GETTING INVOLVED IN THE ISSUE OF FREEDOM TO MIX BETWEEN AIR AND GROUND FORCE MANPOWER, WHICH WE THINK IT IS PREMATURE TO TACKLE AT THIS STAGE BOTH WITH THE EAST AND WITHIN THE ALLIANCE. WE DO NOT WANT TO GIVE THE SOVIETS FREEDOM TO WITHDRAW AIR FORCE MANPOWER INSTEAD OF GROUND FORCES OR SUBSEQUENTLY TO WITHDRAW THEIR AIR FORCES TO THE EASTERN MILITARY DISTRICTS AND FILL UP THE DIFFERENCE IN GROUND FORCES. ALLIED PROBLEMS OF TRANSFERRING FUNCTIONS COULD BE MET EITHER BY RETAINING FORCES IN THEIR PRE-

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SENT UNIFORM, WHICH PRESUMABLY WOULD NOT REDUCE THEIR MILITARY EFFECTIVENESS, OR IF NECESSARY BY A PROVISION OF AN AGREEMENT WHICH PERMITTED A CERTAIN LIMITED FREEDOM TO MIX. BUT ISSUES OF THIS KIND CAN BEST BE DEALT WITH AFTER THE OUTLINE OF THE REDUCTION AGREEMENT HAS EMERGED AND THE PRACTICAL PROBLEMS INVOLVED CAN BE MORE READILY UNDERSTOOD, RATHER THAN PERMITTING THE FREEDOM TO MIX CONSIDERATION TO PLAY AN OVERLARGE ROLE AT THE PRESENT TIME.

7. THE THIRD PARAGRAPH OF THE FRG TEXT REFLECTS ROTH'S DESIRE TO DISTINGUISH AN UPPER LIMIT ON AIR FORCE MANPOWER FROM NON-CIRCUMVENTION PROVISIONS. ROTH BELIEVES THESE PROVISIONS MAY HAVE TO REFLECT THE ACTUAL PROVISIONS OF A REDUCTIONS AGREEMENT. HE ALSO DOES NOT WISH TO PERMIT THE EAST FREEDOM TO CONVERT AIR FORCE UNITS TO GROUND COMBAT PURPOSES.

8. AS IN THE CASE OF FREEDOM TO MIX, WE THINK IT UN-NECESSARY AND PREMATURE AT THIS STAGE TO RAISE THE ISSUE OF NON-CIRCUMVENTION IN CONNECTION WITH AN UPPER LIMIT ON AIR FORCE MANPOWER. IT IS BETTER TO LEAVE COMPLETELY OPEN WHAT FORM THIS UPPER LIMIT WOULD TAKE AND NEITHER TO DISTINGUISH IT FROM, NOR IDENTIFY IT WITH, NON-CIRCUMVENTION. THEREFORE, WE WOULD PREFER IT IF FINAL PARAGRAPH OF FRG TEXT COULD BE DROPPED AND ITS PLACE TAKEN BY A SENTENCE TO THE EFFECT THAT THE FORM OF THE COMMITMENT WILL BE DISCUSSED LATER. RESOR

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